DOCUMENT RESUME

ED 469 698 CE 083 988

TITLE	OECD Review of Career Guidance Policies. Germany: Country Note.
INSTITUTION	Organisation for Economic Cooperation and Development, Paris (France).
PUB DATE	2002-06-00
NOTE	23p.; The OECD review team consisted of Peter Plant and Tony Watts. For other career guidance policy documents, see CE 083 985-991.
AVAILABLE FROM	For full text: http://www.oecd.org/pdf/M00031000/M00031986.pdf.
PUB TYPE	Information Analyses (070) -- Reports - Evaluative (142)
EDRS PRICE	EDRS Price MF01/PC01 Plus Postage.
DESCRIPTORS	Access to Information; Adult Programs; Agency Role; *Career Education; *Career Guidance; Change Strategies; *Counseling Effectiveness; *Counseling Services; Counseling Techniques; Delivery Systems; Education Work Relationship; Educational Policy; Employment Services; Foreign Countries; Government School Relationship; Integrated Services; Interviews; Partnerships in Education; Postsecondary Education; Private Sector; Program Evaluation; Program Improvement; *Public Policy; Public Sector; Quality Control; School Business Relationship; Secondary Education; Standard Setting; Strategic Planning; Universities
IDENTIFIERS	*Germany

ABSTRACT

Germany's career guidance system and policies were evaluated. Data were collected through meetings with policymakers and guidance practitioners in the pubic and private sectors, an analysis of data from a national questionnaire, and a review of pertinent documentation. The evaluation focused on the following areas: reviewing the role of Germany's Federal Employment Service; strengthening guidance within educational institutions; extending services for employed adults; quality assuring the private sector; strengthening professional standards; and exploring ways of extending collaboration and leadership. Key strengths of Germany's career guidance system were as follows: the all-age guidance system provided by the Federal Employment Service; extensive access to high-quality information; the strong formally defined partnerships between the Federal Employment Service and educational institutions; and the strong partnerships between educational institutions and the world of work. The following potential weaknesses of the system were identified: somewhat bureaucratic guidance structures that may not always attend adequately to individuals' needs; the relative lack of attention to self-awareness and career management skills; the limited level of professional training and professional association support for many guidance practitioners; and the lack of quality standards and quality assurance mechanisms. The following items are appended: a list of review team members; the review visit schedule; and a summary of suggestions and recommendations. (Contains 21 footnotes.) (MN)

Reproductions supplied by EDRS are the best that can be made

ED 469 698

OECD REVIEW OF CAREER GUIDANCE POLICIES

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

S. Edan

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

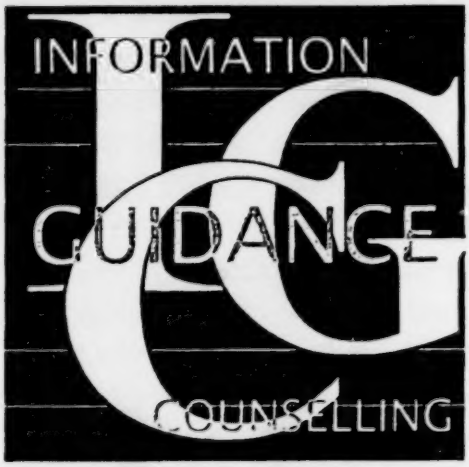
1

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.



GERMANY

COUNTRY NOTE

Visit: June 2002
Draft: June 2002

Germany has granted the OECD permission to include this document on the OECD Internet Home Page. The views expressed in the document are those of the author(s) and not necessarily those of Germany, the OECD or its Member countries. The document is in draft form and is subject to subsequent amendment. The copyright conditions governing access to information on the OECD Home Page are provided at: http://www.oecd.org/oecd/pages/home/displaygeneral/0,3380,EN-document-592-17-no-21-17182-592-no-no,FF.html

OECD OCDE

BEST COPY AVAILABLE

1. INTRODUCTION

1. In the autumn of 2000 the OECD's Education Committee and its Employment, Labour and Social Affairs Committee endorsed a comparative review of career information, guidance and counselling policies. Participating countries complete a detailed national questionnaire, and after its completion host a short visit by an expert review team.[1] Germany was the eighth country to host such a visit, from 3 to 7 June 2002. The team had meetings with policy-makers in the Federal Ministry of Labour and Social Affairs (BMA) and the Federal Ministry of Education and Research (BMBF), and with representatives of the Federal Employment Service (BA), the German Confederation of Employers (BDA) and the German Federation of Trade Unions (DGB); it also visited a school, a university, a school-university project, a local labour office, and a private guidance and counselling agency; in addition, a seminar was held which was attended by 20 policy-makers and guidance practitioners.[2]

2. Drawing upon the visit, the draft national questionnaire response and other documentation, this report summarises the impressions of the review team, and its suggestions for ways in which policies for career information, guidance and counselling might be further developed in Germany. After a brief contextual introduction, the report describes the key features of the main parts of the guidance[3] system, including some comments on each. It then offers some general comments on six key topics:

- Reviewing the role of the Federal Employment Service.
- Strengthening guidance within educational institutions.
- Extending services for employed adults.
- Quality-assuring the private sector.
- Strengthening professional standards.
- Exploring ways of extending collaboration and leadership.

---

1 For members of the review team, see Appendix 1.

2 For the review visit programme, see Appendix 2.

3 Here and elsewhere the term 'guidance' is often used generically, as shorthand for 'career information, guidance and counselling services'.

2. THE CONTEXT

3. With a population of over 82 million, Germany is the largest country in the European Union. The accession of the German Democratic Republic to the Federal Republic of Germany in October 1990 marked the end of over forty years of division and the restoration of a unified German state. Many of the policy issues that have confronted the Germany since then have been concerned with seeking to bring the political, economic and social conditions in the five eastern *Laender* into line with those in the eleven western *Laender*. This has resulted in considerable stresses on the country's economy and social fabric. In particular, the exposure to competition of the eastern German economy revealed such structural deficiencies that a large part of eastern German industry had to be shut down. The resulting restructuring has been assisted by massive transfers from the western *Laender*, which in turn have placed pressures on their own economies. The national unemployment rate, which hitherto had been low by European standards, rose rapidly, and in 2000 was still 8.1% (OECD average 6.3%); long-term unemployment as a proportion of the total was 51.7% (OECD average 31.8%). In the eastern *Laender* the unemployment rate was over double that in the western *Laender*.[4] National youth unemployment, on the other hand, was lower than the OECD average (7.7% v. 11.8%).

4. The age distribution of the population of Germany is changing rapidly, as a result of declining birth rates and increasing life expectancy. Policy towards older workers has accordingly shifted dramatically, seeking now to reverse the trend of early retirement and to increase the number of older individuals in the labour force.[5] Meanwhile, the low birthrates have been offset somewhat by high rates of immigration. The foreign-born population as a proportion of the total population is 8.9% (EU average 5.1%).

5. Germany is a federal state. Governmental powers and functions are divided by the Basic Law between the Federal Government and the *Laender*. Educational legislation and the administration of the educational system are primarily the responsibility of the *Laender*, though policies and practices are harmonised through the Standing Conference of the Ministers of Education and Cultural Affairs. The Federal Government has responsibility for vocational training in the so-called 'dual system' (in-company training plus part-time schooling) and for employment policy.

---

4 OECD (2001), *OECD Economic Surveys: Germany*. Paris. Except where stated otherwise, the figures cited here and elsewhere in this Country Note are taken from standard OECD sources.

5 Federal Republic of Germany (2001), *National Action Plan for Policy on Employment*. Berlin.

3. THE GERMAN GUIDANCE SYSTEM

6. The German guidance system has traditionally been based on a clear institutional distinction between educational and vocational guidance. Responsibility for guidance on choices of institutions and courses within the educational system has been located within educational institutions themselves. On the other hand, until 1998 the only body which was legally entitled to provide career guidance and placement services was the Federal Employment Service (*Bundesanstalt für Arbeit*). This monopoly has now been formally abolished, and this has resulted in the growth of new services within the voluntary and private sectors. Within the public sector, however, the distinction between educational and vocational guidance has been largely maintained. It is supported by formal co-operation agreements within each educational sector.

4. THE MAIN SECTORS

4.1 Schools

7. Compulsory schooling in Germany is from age 6 to 15 (6 to 16 in four of the sixteen *Laender*). Between the ages of 10 and 12 (practices vary), pupils are normally divided between three types of school: the *Hauptschule*, the *Realschule* and the *Gymnasium*. Around one in ten go to comprehensive schools (*Gesamtschule*): these exist in almost all *Laender*, though often only in limited areas. After the minimum school-leaving age young people must attend education on at least a part-time basis for a period (the precise regulations on this vary between the *Laender*). Some do this in the dual system; some do it in full-time vocational schools (sometimes prior to entering the dual system). Students in the gymnasium commonly stay in school for three further years, leading to the *Abitur* which qualifies them for entry to higher education.

8. Decisions relating to choices of level within the school system, including type of school, are made by pupils and their parents, but are based largely on their school performance and on teachers' recommendations; pupils have a stronger say in relation to subject choices. Advice may be provided by subject teachers as well as by guidance teachers (*Beratungslehrer*). Some of the latter have had substantial extra training in pedagogy and psychology, and deal with pupils with learning difficulties or personal and social problems as well as those with educational choice problems. Others may have had little or no extra training and confine their role to educational choices: this is particularly the case in the *Gymnasium*. Some schools, especially comprehensive schools, have appointed careers teachers (*Berufsberatungslehrer*) with a small amount of extra paid time for this task on top of their teaching load.

9. In additional to educational guidance, schools are responsible for incorporating elements of vocational orientation into the curriculum. This takes different forms in different *Laender*, but is most commonly described as *Arbeitslehre* (learning about the world of work). In some cases it is integrated into specific subjects such as economics, technology and home economics; in others it is integrated more broadly across the curriculum. Often it is confined to the last two years of compulsory school, but it may

start much earlier – as early as year 5 in some cases. It is less often taught in the *Gymnasium*, though some relevant work there may be included in subjects like economics or social sciences.

10. Curriculum work on vocational orientation is frequently supplemented by work visits, and also by work-experience placements of between one and three weeks in years 9 or 10. For students who stay on, there may be some further opportunities for work experience; these tend to be stronger in comprehensive schools than in the *Gymnasium*.

11. Links with the world of work are supported by a well-established network of around 450 school-business partnerships (*Arbeitskreis Schule-Wirtschaft*) partnerships across the country. The network is based on local initiatives, and is more systematic in some parts of the country than in others. It supports work-experience programmes as well as a variety of other activities including mini-companies. There has also recently been a growth of twinning arrangements between schools and particular companies.

12. Innovation in relation to such school-industry links is currently being fostered by a nation-wide five-year school-industry/working life development programme funded by the Federal Ministry of Education and Research (BMBF). This overlaps with the 'Transjob' programme mounted by the Foundation of German Industry (SDW) and with the 'Workshop for the Future' programme of the German Federation of Trade Unions (DGB), both of which pursue broadly similar aims and are now partly funded through the BMBF programme. The projects are designed in part to address employers' concerns about some school-leavers' lack of 'trainability', as well as concerns about the number of trainees who change or drop out of their apprenticeships. They comprise activities like work-related projects, mentoring, schemes for addressing gender divisions in occupational choices, and other ways of harnessing work-based resources to extend the learning experiences available to pupils; these include schemes under which pupils who seem to learn more effectively in a work than in a school environment may spend a day or two a week in a workplace for a period of between half a year and two years. There have also been some more specifically guidance-related projects: for example, the development of a 'career choice passport' (*Berufswahlpass*), which encourages students to maintain a record of their career-related experiences. It is hoped that some of these temporary projects will pave the way for systemic curriculum changes in the *Laender*.

13. In general, links with working life are much weaker in the *Gymnasium* than in other types of school. This has led to a number of initiatives, including a 'Pathways into Higher Education' network involving representatives of schools, industry, higher education institutions, parents and the Federal Employment Service, designed to encourage *Abitur* holders to enter higher education in courses where there are shortages of applicants (notably science and technology). In one example, presented to the review team in Bielefeld, students shadow a higher education student for a week and then shadow a professional worker for a further week, before meeting for a debriefing day in which they explore the relationship between higher education and career opportunities in broader terms.

14. Links between schools and the Federal Employment Service are formally defined through an agreement between the service and the Standing Conference of Ministers of Education and Cultural Affairs in the *Laender*, forged in 1971.[6] Co-operation within the framework of the agreement is fostered by a Standing Contact Commission with representatives of both sides. In addition, supplementary agreements have been made at *Laender* level. The detailed arrangements are negotiated annually at local level between the local labour office (*Arbeitsamt*) and the school staff.

---

[6] Kultusministerkonferenz (1971), *Rahmenvereinbarung über Zusammenarbeit von Schule und Berufsberatung*. Bonn.

15. The main responsibilities of the Federal Employment Service in relation to schools cover information, guidance and placement services relating to post-school career options (including training and higher education); this is designed to complement the school's responsibilities for vocational orientation both within the curriculum and through work-experience programmes, and for guidance on educational choices within the school. A common pattern is for career counsellors from the Federal Employment Service to visit the school once every month or two. They usually run one two-hour session with each class in the penultimate year of compulsory schooling, and are also available for further class sessions, for small-group guidance sessions or for short career counselling interviews with individual pupils. Classes are then taken to the service's career information centre (BIZ) (see para.34) where they are given a further lecture and are familiarised with the centre's facilities; they can subsequently re-visit the centre and/or book longer career counselling interviews at the local employment office if they so wish (parents are often encouraged to attend these sessions[7]). Waiting lists for such interviews can range between one and six weeks, depending on the time of year. The service's career counsellors also commonly attend parents' evenings and help to organise other events like career fairs. Specialist career counsellors for *Abitur* students (*Berufsberater für Abiturienten*) from the service's higher education teams (see para.21) are responsible for guidance work with such students in the *Gymnasium* and comprehensive school. The Federal Employment Service also provides a range of free information (magazines, handbooks, brochures, CD-ROMs and on-line information) for all school students and for *Arbeitslehre* teachers.

16. In addition to access to the services of the Federal Employment Office, students interested in attending higher education also have access to the Central Student Counselling Services in the higher education institutions themselves (see Section 4.2 below). They tend to be encouraged to go to the latter for information and guidance relating to choices of institution and course, and to the former for information and guidance relating to the career implications of such choices; if however they do not live near an institution with a counselling service, they have to rely on the local employment office for both purposes.

4.2 Higher education

17. The main higher education institutions in Germany are the universities and the *Fachhochschulen* (universities for applied sciences, sometimes specialising in a single professional field). In the past, university courses have usually been designed to be completed in four to five years, but the actual average duration of studies has been around six to seven years. Current reforms, in line with the European Bologna declaration, are moving towards three/four-year bachelor's degree courses followed by one/two-year master's courses. Steps are also being taken to introduce credit accumulation and transfer systems.

18. The Framework Act for Higher Education (section 14) requires institutions of higher education to 'inform students and applicants on the opportunities and conditions of study and on the content, structure and requirements of study courses' and during the entire study period to 'assist students by providing subject-oriented advice'. In providing such guidance, it also requires institutions to co-operate with 'the authorities responsible for vocational guidance'.

19. In pursuit of the requirements of this Act, and of related legislation by the *Laender*, most universities and some *Fachhochschulen* have established Central Student Counselling Services. Over half of their work is with prospective students (including open days and school visits); the rest with current students. Much of their work is based on brief responses to requests for information and advice (some by telephone and e-mail), but most also provide more intensive counselling to students who are uncertain about their choices, are wanting to change direction, are experiencing difficulties with their courses, or

[7] Some 35% of young people seeking advice at the centres are accompanied by their parents (questionnaire response, section 4.7).

have personal problems linked to life and learning in higher education. Their guidance staff come from a variety of academic backgrounds; some have specific qualifications in guidance and counselling, but others do not.[8]

20. In addition to these central services, most institutions require faculties to appoint members of their academic staff to be responsible for guidance relating to their courses: the quality of such provision is very variable. Arrangements may also be made for student tutors to look after first-year students. Therapeutic counselling and welfare services are commonly available from legally autonomous Student Affairs Organisations (*Studentenwerk*) which usually operate on a local or regional basis; these may also offer specialist services for students with disabilities.

21. Collaborative relationships between higher education institutions and the Federal Employment Service's higher education teams (*Hochschulteam*) are regulated contractually through a national agreement between the service and the Standing Committee of Rectors (HRK), through more detailed agreements at *Laender* level, and through regular meetings at local level. The service's higher education teams are based at every major location where institutions of higher education have student bodies larger than 10,000. They commonly offer their services on the premises of the higher education institution, often in close proximity to the institution's Central Student Counselling Service. In principle, they focus on offering vocational guidance and placement services, whereas the institutions' own services focus on educational guidance. In practice, there is some overlap between the two – particularly where students are changing subject or dropping out – and they commonly co-operate in organising such activities as careers fairs and workshops. The Central Student Counselling Services, however, have little if any contact with employers: the main competition to the Federal Employment Service in relation to placement activities is from the private sector. Waiting lists for guidance interviews tend to be longer in the Federal Employment Service (sometimes up to six weeks) than in the Central Student Counselling Service (normally a maximum of a week or two). Relationships between the two services are usually good, though sometimes there are tensions between the academic culture of the institutional services and what is perceived to be the bureaucratic and labour-market-oriented culture of the Federal Employment Service.

22. Traditionally, higher education institutions in Germany have felt little responsibility for launching students into their careers after leaving university. This is however beginning to change as the competition between institutions grows and links with the labour market become more complex. In recent years, quite a number of universities (approximately 50 out of 350) have set up their own careers services, sometimes co-locating them with the Federal Employment Service's higher education team and/or with the Central Student Counselling Service and other student services. At least one university (Wuppertal) is seeking to integrate career management skills into the academic curriculum through co-operation between the departments and the Central Student Counselling Service. A few universities are also developing schemes for profiling students' work-related competences. The Federal Employment Service's higher education teams frequently run short courses for higher education students on job-seeking skills and on more general employability skills (teamwork, business administration, data-processing, etc.); some universities are now beginning to mount such activities themselves as part of their competitive positioning in relation to the labour market. At present, however, little systematic information seems to be available on graduate destinations.

---

[8] See Rott, G. (1998), *New Skills for New Futures: Higher Education Guidance and Counselling Services in Germany*. Louvain-la-Neuve: FEDORA. Also Rott, G. & Wickel, W. (1996), Student counselling in Germany: an overview. *International Journal for the Advancement of Counselling, 18*, 245-262.

4.3 The dual training system

23. The majority of school-leavers train for a state-recognised occupation in the dual system. The apprentice is based in an enterprise or other organisation and is then released to attend vocational school. The system is largely regulated by sectoral chambers, which assure the quality of the training provision and run the examination system for the qualifications to which the training leads. Among the legal responsibilities of the chambers are to offer counselling to apprentices, as well as to the employers responsible for the training, within the dual system. This tends to cover problems relating to the quality of the training itself, and may include mediation between the employer and the apprentice. It may also include some limited counselling for those who wish to change or leave their apprenticeship, or to seek a new employer on completing it. These trainees may then be referred to the Federal Employment Service for more professional counselling.

4.4 The Federal Employment Service

24. The Federal Employment Service is funded not through the tax system, as in most other countries, but through social-insurance contributions from individuals and their employers. It is accordingly an autonomous public body, administered by three equal partners: employers, trade unions, and government. Founded in 1952, its roots go back to a similar body that operated for a time between the two World Wars. The Federal Ministry of Labour and Social Affairs (BMA) has responsibility for ensuring that it complies with statutes and other legal requirements.

25. The service has a statutory responsibility for carrying out the duties specified in Book Three of the German Social Code (SGB III), on 'work promotion'. In addition to vocational guidance, these duties include placement into training places and jobs, promoting both initial and further vocational training, aid with vocational rehabilitation, administering subsidies to preserve and create jobs, and administering unemployment and redundancy payments, as well as promoting gender equality in the labour market.

26. The service's head office is in Nurnberg. It supports ten regional offices (each responsible for one or more of the *Laender*), 181 local offices, and around 660 branch offices. In recent years, greater flexibility has been permitted for the management of these offices to determine its own priorities and establish its own initiatives within the organisation's common framework. Steps have also been taken, under the 'Labour Office 2000' programme (not yet completed) to modernise the service's operational systems, moving from a task-based structure to a customer-oriented team structure. Nonetheless, the service is widely perceived to remain somewhat bureaucratic and hierarchical in its operations.

27. The Federal Employment Service offers an all-age career guidance service. Its services for young people and for adults are however separated. In relation to young people, the guidance and placement functions are integrated in the role of the vocational counsellor (*Berufsberater*). In the case of adults, the functions are divided between the roles of the work counsellor (*Arbeitsberater*) and the placement officer (*Arbeitsvermittler*). For handicapped and disabled people, a specialist rehabilitation counsellor (*Reha-Berater*) deals both with young people and with adults.

28. The services for young people cover not only the work with schools (see Section 4.1 above) but also work with young people who have left school. The latter form around half of the young people using the service, and include young men on their ten months' national service. The young people can contact the service by telephone if they wish; in addition, vocational counsellors are available for short interviews on a drop-in basis. Increasingly, longer interviews are being offered only after some screening to establish that they are needed. Special events are also held for particular groups (e.g. girls and young women interested in non-traditional occupations) and on particular occupational areas. In recent years, particular attention

has been given to young people who are experiencing difficulties in gaining access to training places and to the labour market. A variety of pre-vocational and other programmes are available for such young people.

29. Services for unemployed adults are based on a more formally graded approach. The first contact is with a placement officer, who now – following recent reforms under the new Job-AQTIV Act (2002) – develops a profile for the job-seekers and forms an 'integration agreement' with them. This fairly time-consuming process is designed to estimate their chances of reintegration into the labour market and the kinds of help they are likely to need. In some cases they are then expected to find a job on their own by using the service's do-it-yourself information facilities (see para.33 below); others are provided with some staff assistance and group work; yet others are referred to a work counsellor for more intensive help. There are also opportunities for short training programmes (between two and twelve weeks) designed to enable unemployed people to investigate and try out alternative fields of employment.

30. Unemployed people are obliged to attend placement and guidance services in order to maintain their rights to their benefits. The process of determining the individual's rights to these and other benefits takes up time within the interview with the placement officer, and may also influence the nature of the relationship that is established.

31. Placement and guidance services are also available to employed individuals, though in practice their access to these services is limited by resource restrictions. They include some clients who want to change occupation or to explore new opportunities in the labour market, including opportunities for continuing education or retraining. Usually the service may be able to offer some financial support for such retraining, or point to where it can be obtained. To make the service more accessible to employed individuals, employment offices may be open a little later on one or two days a week.

32. In particularly complex cases in all these groups, referral may be made to a psychologist within the service to conduct a more expert assessment, aided by standardised aptitude tests. Disabled individuals also have access to specialist counsellors, supported by psychological and medical services, for rehabilitation purposes: the current policy aim, under an act which came into force in October 2000 (Sócial Code IX), is to reduce the number of severely disabled people who are unemployed by 25% before October 2002.[9]

33. The Federal Employment Service's face-to-face guidance and placement services are supported by a range of information and other self-help services. These include impressive projections of medium- and long-term labour-market demand, based on the work of the service's own Institute for Employment Research. The resources include a number of separate databases on occupations (BerufeNET), on training opportunities (KURS), on apprenticeship and training vacancies (ASIS), and on job vacancies (SIS); they also include a career selection program (MACH'S RICHTIG) and other self-exploration programs. The job-vacancy databases currently include only vacancies notified to the service: the possibility of extending this to cover other advertised vacancies is currently being explored. Most of these various databases and programs are already openly available on the Internet. The process of transferring them to the Internet in a more integrated form is currently under way, and is likely to be completed by 2005.

34. The career information centres (BIZ) are available at almost every local employment office. They include a variety of information on occupations in printed and videodisc form, as well as audiotapes on questions relating to university studies, and access to the electronic databases mentioned in para.33. There are plans shortly to provide Internet access within the centres. Administrative and information staff are available to provide brief support; some centres also make a career counsellor available.

---

[9] Federal Republic of Germany (2001), *National Action Plan for Policy on Employment*, p.35. Berlin.

35. Some experiments are taking place in the possibilities of delivering guidance at a distance. Telephone hotlines are used for specific campaigns and for contact with employers; the telephone is also sometimes used with clients, mainly for offering additional information rather than initial guidance. The possibility of developing a helpline, possibly with a series of recorded messages as well as access to callcentre staff, is being considered. There are also some experiments in counselling via the Internet, using e-mail, chat rooms and videoconferencing. No decisions have yet been made, however, about the systematic implementation of such services.

36. Following the end of the Federal Employment Service's monopoly of vocational guidance and placement, it has contracted out some of its services; this process, which reflects the pressures on staff time within the service, has been reinforced by the recent Job-AQTIV Act. Services contracted out include some of the profiling work with unemployed and disadvantaged individuals, plus training for them in job-seeking skills. It. In addition, unemployed clients who have not found a job within three months have a right of access to a voucher to purchase placement services on the open market: payment is based on results (half on placement, half after six months) but no restrictions are placed on the providers to which such vouchers can be taken.[10]

37. A further service offered by the Federal Employment Service is to employers, especially small and medium-sized enterprises, helping them to develop strategies for recruitment and training of staff. This work, too, may sometimes be contracted out to external suppliers. It is linked to seeking out training placements for the dual system and for preparatory vocational orientation programmes (designed for young people who are not yet able to find places within the dual system). It could lead to setting up improved career-development systems within the company concerned. It may also include making early contact under the service's 'action time' (*Aktionszeit*) programme with employees who are in danger of being laid off when companies are downsizing or are at risk of liquidation.

38. With the pressures on the training system and on the labour market following reunification, the Federal Employment Service has itself come under increasing pressure. The raising of social-insurance levels to fund new services in the eastern *Laender* brought its work under closer scrutiny. Recently, there has been considerable controversy following a government audit which suggested that there had been systematic statistical exaggeration of the success rates of the service's placement activities. In the wake of this controversy, a commission has been set up under the chairmanship of Dr Peter Hartz from Volkswagen to review the service's role and structure. The commission is due to report in August 2002. It has set up five task-groups, one of which is looking at the Federal Employment Service's placement and career counselling services (the others are examining benefit administration, labour market policy, organisational monitoring and control, and external relations).

4.5 The private sector

39. Following the end of the Federal Employment Service's formal monopoly of vocational guidance and placement services in 1998 (para.6), a variety of services have grown up in the private sector (both for-profit and not-for-profit). Some such services already existed prior to 1998: a judgement of the European Court of Justice in 1991 had ruled that the service's monopoly of placement services constituted an inadmissible restriction on the placement of senior executives and managers by private human resource

---

10 This contrasts with the Netherlands, where the choice of provider is made by the official authorities concerned (*OECD Review of Career Guidance Policies: Country Note on Netherlands*, section 4.4); and with Australia, where the voucher has to be taken to one of a range of contracted suppliers (*OECD Review of Career Guidance Policies: Country Note on Australia*, section 4.5). The services being purchased are not precisely the same in the three cases.

consultants.[11] For some time after 1998, some restrictions on private placement agencies remained: they had to be licensed by the Federal Employment Service, and agencies were permitted to charge fees to employers but not to individual job-seekers. There were accusations that this was impeding real competition. Following the controversy about the service's statistical returns (para.38), these restrictions were removed in March 2002.

40. In the case of career guidance services, however, such restrictions had not been imposed in the first place. No permit was required for providing such services, though the Federal Employment Service was able to prohibit their activity 'if this becomes necessary in order to protect the persons seeking advice'.[12] In practice, no such case was ever brought, and it is unclear how this power would have been enforced.

41. Because the private sector in career guidance provision is unregulated, its extent and nature are unclear. It ranges from individual sole traders to large consultancy companies offering outplacement and career-development services, often as part of a wider range of services. The German Association of Management Consultants (BDU) has around 10,000 members, some 20% of whom claim to provide some career counselling services (though no information is available on how much of their time this consumes). The telephone 'yellow pages' list some 630 individuals and organisations under the title *Karriereberatung*. Of the 420 current members of the Register of Career Counsellors set up by the German Association for Career Counselling, 35 are from the private sector.[13]

42. It is also unclear to what extent these services derive their income for career guidance services from individuals, from employers, or from public bodies like the Federal Employment Service and the municipalities. Certainly the contracting-out of services from the Federal Employment Service (para.36) has helped to stimulate the market: a private guidance and counselling agency visited by the review team in Berlin, with 85 employees including 43 counsellors, receives almost all of its income from such contracts with its local employment office. Services paid for by individuals or employers tend to be geared towards professional and executive levels; those purchased by public bodies tend to be geared to the unemployed or other disadvantaged groups.

43. Another area where the private sector plays a role is publishing career information. Some of this is contracted by the Federal Employment Service. In addition, however, there is a growing commercial market of books, magazines, CD-ROMs and other media. Some of these materials are free to the user: these include materials financed by advertisements, and other materials distributed by banks, insurance companies, trade unions or employers' organisations, as well as materials published by the Federal Employment Service itself.

4.6 Other services

44. In addition to the services outlined so far, a variety of other career guidance services exist.

45. The armed services, for example, provide career development services to encourage contracted servicemen to engage in training to develop their skills and to manage their return to civilian life. These

---

11 Ertelt, B.-J., Heller, K.A. & Plant, P. (1993), *Educational and Vocational Guidance Services in the Federal Republic of Germany*, p.21. Brussels: European Commission (mimeo).

12 SGB III, section 288a.

13 All figures in this paragraph and related figures in paras.64 and 65 were provided by Hubert Haas, Chairman of the German Association for Career Counselling, at the seminar held as part of the review.

services are also sometimes used by young people during their national service. Some other employers, too, provide career development services for their staff: Lufthansa is a particularly prominent example.

46. Some guidance services focus mainly on learning opportunities. Some chambers offer training counselling not only on initial training within the dual system but also on further vocational training. At municipality level, there are some educational guidance services linked to adult education centres and regional training centres.

47. Other services are linked to initiatives for the unemployed. Some trade unions, for example, run centres or other initiatives for these groups which include career guidance services. The same is true of various programmes set up by the municipalities for marginalised young people; these may include outreach programmes in which youth and community workers seek to motivate such young people to take advantage of career guidance as an entry-point to education and training programmes. In Thuringia, a network of eight career orientation centres for unemployed people (initially women, now men too) has been set up by a regional employers' association, with funding support from the Federal Employment Service and other official bodies.

5. KEY POLICY ISSUES

5.1 Reviewing the role of the Federal Employment Service

48. The nature of the guidance services offered by the Federal Employment Service is strongly influenced by the service's other functions: notably placement and benefit administration. The service states explicitly that its core task is placement: all other services are secondary.[14] This contrasts with the statement in Social Code III, which names both career counselling and placement as the core tasks of the labour offices.[15]

49. The tendency of the service to subordinate counselling to placement services has both strengths and weaknesses. It means that the guidance is strongly grounded in the needs of the labour market. On the other hand, it may be that not enough attention is given to the needs of individuals, helping them to articulate their aspirations and their potential. Good guidance is always a delicate balance between aspiration and realism. Aspirations which defeat supposed realities can be a dynamic force in the labour market.

50. The fact that the Federal Employment Service is a gatekeeper for some financial benefits, particularly for unemployed individuals who are eligible for social-insurance payments but also for some financial support for training and retraining, is similarly both an advantage and a disadvantage in relation to its guidance role. On the one hand, it attracts clients to the service, and enables it to give them some immediate practical help alongside its guidance functions. On the other hand, it tends to mean that the

---

[14] Federal Employment Service (1999), *Meet the Bundesanstalt fur Arbeit: Still the First Choice for Employment and Vocational Services*, p.17. Numberg.

[15] SGB III, sections 3-4 and 29-30.

interaction is dominated by administrative rather than guidance concerns. This can produce problems both of role conflict (benefit policing v. counselling) and of role overload (the administrative work leaving little time for guidance).

51. There would seem to be a case for reviewing the current division of roles within the service. In particular, the administrative role might be separated more clearly from the placement-and-guidance role. In relation to the latter, more value might be given to developing a professional culture within the service, at the expense of the bureaucratic culture which predominates at present. In addition, in defining the service's goals, more attention might be given to goals concerned with individual client satisfaction and fulfilment, alongside the labour-market-oriented goals which are currently dominant.

52. By comparison with some other countries, the Federal Employment Service has been relatively slow in applying ICT to its guidance and placement services. This is surprising, in view of the country's technological sophistication in other fields. It may reflect the difficulties which some large organisations have in changing their methods of work. The potential of ICT for the service's work are however considerable. We accordingly suggest that the work on integrating the service's web-based services (para.33) and on reviewing the potential of delivering guidance at a distance (para.35) should be accelerated.

53. The current review of the Federal Employment Service by the Hartz Commission should also be encouraged to examine its role in relation to lifelong learning, including its work with employed adults. There could be a temptation to focus the service's work with adults more predominantly or even exclusively on adults who are unemployed. In our view, this would be a shortsighted error. The service has a potentially important role to play in encouraging all adults to sustain their employability by regularly reviewing new opportunities for enhancing their skills, both through retraining and through changes of job or even of occupation. In this way, it could contribute to the country's economic competitiveness, as well as encouraging preventive rather than remedial solutions to unemployment. In seeking to develop such a role, it will need to extend its services for employed adults in a cost-effective way. Rapidly harnessing the potential of ICT, as suggested in para.52, could have a contribution to make here. So could an extension of its work with relevant partners – which we will examine in more detail in Section 5.3.

54. If the Federal Employment Service is to fulfil these functions effectively, it is likely to need to devote more resources to its guidance services. At present these services are under some strain, as indicated by the lengthy waiting lists for interviews (paras.15 and 21). This contrasts with the formal statement in Social Code III that the type, content, duration and intensity of the guidance provided should 'depend on the demands of the individual client'.[16] Certainly there would seem to be some scope for more cost-effective ways of working. There could also be arguments for expanding the role of the private sector, though there seem to be widespread doubts about its potential for substantial expansion within the foreseeable future in guidance (as opposed to placement) services. In general, it seems that if the demands of lifelong learning are to be met, some overall expansion of resources for guidance purposes within the Federal Employment Service is likely to be needed.

5.2 Strengthening guidance within educational institutions

55. There is also a strong case for strengthening guidance provision within educational institutions. In schools, for example, there is a need to broaden the base of *Arbeitslehre*. Its avowed aims include developing skills relating to career choices.[17] In practice, however, it is confined largely to understanding

[16] SGB III, section 29.

[17] Questionnaire response, section 3.1.

of the world of work, with limited attention to developing self-awareness or decision-making and career-management skills. The focus seems to be on ensuring that pupils know what the world of work is and what its demands are, rather than on helping them to realise that they have choices to make and preparing them for such choices.

56. There is in addition a case for experimenting more extensively both in schools and in higher education with portfolio schemes under which students are encouraged to reflect on their learning experiences, to review the work-related competences they are acquiring through such experiences, and to plan ways of developing these competences further. The notion of a 'career choice passport' (para.12) and the development of profiling systems in a few universities (para.22) are moves in this direction, but they could be taken a lot further. Such schemes could be started not just in secondary schools and higher education institutions but also in primary schools, linked to other strategies designed to develop more autonomous and career-related learning.

57. Particular attention is needed to strengthening vocational orientation and career education within the *Gymnasium*. Programmes linking school, higher education and working life – of the kind developed through the 'Pathways into Higher Education' network (para.13) – would seem likely to be particularly effective in such schools. This suggests that stronger brokerage arrangements are needed between these institutions to forge and foster such programmes.

58. In higher education, the growing competition between institutions (para.22) could pose increasing policy questions about the impartiality of the Central Student Counselling Services. These are regarded as the main sources of educational guidance for prospective higher education students. They could, however, come under greater pressure to favour the course provision in their own institutions as the expense of that in other institutions. If the structure of institution-based educational guidance services is to remain in place, there is a need for clear and explicit quality standards about the impartiality of the information and advice they offer. If institutions are not willing to adopt and respect such standards, the structure should be reviewed.

5.3 Extending services for employed adults

59. In general, career guidance for employed adults are weaker than those for young people and for unemployed adults. However, following a declaration of the Alliance for Jobs, Training and Competitiveness (comprising the Federal Government, employers' associations and trade unions) in March 2001, steps are being taken to improve the framework for lifelong learning within a vocational context.[18] As part of this work, a project is being conducted by the Federal Ministry of Education and Research (BMBF) which is looking at, among other things, the concept of 'educational coaching'. This is designed to help workers to review their learning needs in relation to the further qualifications and other learning opportunities that are available and their career path plans. It is currently at the stage of designing some pilot projects. Important issues include by whom such coaching should be provided and who should pay for it. Options being considered include works councils (though these are not present in small companies), chambers (who already provide some training counselling services – see paras.23 and 46 – but whose impartiality might be compromised by the fact that they sometimes provide training courses of their own), HRD services within companies, and private-sector consultants. The Federal Employment Service could also have a role here, building upon its existing services to employers (see para.37). There could indeed be an argument for the service to build co-operation agreements with the relevant work-based bodies, parallel to those which it currently has with educational institutions.

---

[18] BMBF-Aktionsprogramm (2001), *Lebensbegleitendes Lernen für Alle*. Bonn.

60. A group which merits particular attention is older workers. In common with many other countries, Germany is experiencing problems stemming from changes in its age distribution, which are threatening levels of labour force participation and placing pressures on existing pension provision. It is accordingly seeking to increase the participation of older workers (para.4). Guidance services could have an important role to play both in encouraging such participation and in helping 'third age' individuals to manage the process of retirement in a more gradual way.

61. Within such strategies, a distinction needs to be drawn between encouraging individuals to continue their learning and progression within their existing occupational field, and to explore possible changes of field. The German tradition is on the whole to favour the former, and to invoke the latter only when the labour market requires it.[19] We would argue that this is too rigid, and that individuals who wish to explore possibilities for movement into other fields, especially related fields, should be able to do so. This has implications for the structure of guidance provision. In particular, it means that sector-specific provision, while it may have an important contribution to make, is not sufficient. This reinforces the case for the Federal Employment Service to have a role in relation to work-based guidance.

5.4 Strengthening professional standards

62. The professional base for career counselling in Germany is at present very uneven in quality. This is linked to the former monopoly held by the Federal Employment Service. The service's training provision for its own staff is largely delivered by its own *Fachhochschule* in Mannheim. This includes three-year first-degree courses for both career counsellors (*Berufsberater*) and work counsellors (*Arbeitsberater*); in the case of career counsellors in higher education teams, who are required to hold a university degree, it comprises a nine-month training programme. Currently, however, only around one in five of individuals in career counsellor roles within the service have been trained on the three-year undergraduate courses. Most of the rest have been on generic three-year courses in public administration in the *Fachhochschule* and then after work experience in the Federal Employment Service have undertaken relatively short six-month courses in career counselling. This means both that their professional training as counsellors is more limited and that they tend to approach it within an administrative mind-set. The adequacy of the shorter training needs to be reviewed, and a substantially higher proportion of counsellors trained through the longer courses.

63. Training for other career guidance roles is much more patchy. In schools, for example, the training both for teachers of *Arbeitslehre* and for careers teachers (*Berufberatungslehrer*) is limited and uneven (in some cases, the two roles overlap; in some, they do not). In higher education student counselling services, as already noted (para.19), some guidance staff do not have any guidance qualifications. In the private sector, some have qualifications in psychology or (in the case of former Federal Employment Service staff) career counselling qualifications from Mannheim, but again some do not. Moves are currently being made in a few universities and *Fachhochschulen* to develop new courses in the field, but these are still at an early stage of development, and some are in personal rather than career counselling. The development of these new courses needs to be accelerated, and minimum training standards set for all formal career guidance roles.

---

[19] Thus the Federal Ministry of Education and Research, in its *Comment on the Memorandum of the European Commission on Lifelong Learning* (2001), criticised the Memorandum for being 'based on the assumption that everybody is involved in a constant process of occupational re-orientation' and stated that 'education policy should in future be aimed at avoiding major career breaks which would result in a radical change of occupation'.

64. Professional association structures, too, are restricted. The German Association for Career Counselling (DVB) currently has around 1,000 members. Of these, about 850 work for the Federal Employment Service (this compares with the total of around 5,400 career/work counsellors employed by the service[20]). Careers teachers have no professional association of their own, and neither do those working in higher education student counselling services (though the latter have a network which meets nationally a couple of times a year); only a very few members of these two groups belong to the DVB. They should be encouraged to do so, or to establish professional associations of their own, with links to the DVB.

65. As noted earlier (para.41), the DVB has established a Register of Career Counsellors which currently has 420 members (around 100 of these are not DVB members). To be registered, applicants have to demonstrate relevant initial qualifications, certified professional experience, and regular continuing training. All but 50 or so of the 420 current registrants are Federal Employment Service staff, but the status of the register for such staff is somewhat ambivalent: they can seek registration if they wish, but their employer's address cannot be listed in the register (in case this encourages clients to seek to see particular counsellors rather than the service as a whole), and any complaints have to be submitted to the service rather than to the register's complaints procedure.

66. It seems ironic and paradoxical that career counsellors, who are charged with helping individuals to choose between occupations, and expected to pay particular attention to occupations that are officially recognised, do not have such official recognition themselves. Anyone can call themselves a career counsellor, without a need for any qualification. The DVB has been seeking chartered status for its register, but so far without success. Such status would imply recognition as a chamber, with powers to regulate and control entry to the profession. We suggest that a further application to achieve this status should be made, and that the Federal Employment Service should give unequivocal support to this application. Consideration should also be given to the professional status of other individuals who carry out career guidance as part of a wider role.

67. There is also a need to broaden the evidence base for career guidance services in Germany. The Federal Employment Service collects a lot of statistical data, and also sometimes commissions evaluation reports on users' use of and satisfaction with its services, often carried out by the *Fachhochschule* in Mannheim. But in general the body of research and theory in the career guidance field is not as strong in Germany as in some other countries. If a broader professional base for the field is to be developed, the evidence base needs to be strengthened and diversified.

5.5 Quality-assuring the private sector

68. As noted in para.40, until March 2002 the Federal Employment Service formally had powers under Social Code III (SGB III) to prohibit private career counsellors or career counselling services from operating where this was necessary in order to protect the interests of clients. The Code also stated that career counsellors who were expected to meet the interests of an employer or an institution must communicate this to their clients, indicating that it might influence the counselling process. Moreover, payment for career counselling could only be accepted from individuals where the service was not also providing a placement service (on the grounds that employer payments for the placement service might compromise the counselling process).[21]

69. In practice, however, no mechanisms seem to have been established to enforce these principles, and the effect was that career guidance services in the private sector were effectively unregulated; this has

---

20 Questionnaire response, section 6.1.

21 SGB III, sections 288a ff.

now been formally confirmed by the withdrawal of the powers. Within the public sector, some degree of quality assurance is provided by the operational monitoring procedures of the Federal Employment Service, based on a service catalogue with defined quality standards and targets, and by its partnership agreements with schools and with higher education institutions (see paras.14 and 21). We suggest that quality standards relating to such issues as impartiality (see para.58 above) should be written more explicitly into these agreements.

70. In relation to the private sector, we suggest that more explicit quality standards are required, with a clear procedure to enforce them. These could incorporate, but extend beyond, the clearer professional standards for guidance staff advocated in Section 5.4. An important strategic issue is whether the responsibility to define and enforce such standards should be left with the Federal Employment Service, or be allocated to a new body with a wider range of representation. The problem with the former solution is that the Federal Employment Service is open to accusations, whether justified or not, that it is attempting to control the market in its own interests; its sensitivity to such accusations, particularly at a time when it is subject to such close public scrutiny, could be a source of weakness. We are accordingly inclined to favour the creation of a new body. But this is part of a broader issue, to which we now turn.

5.6 Exploring ways of extending collaboration and leadership

71. Hitherto, officially-recognised leadership within the field of career guidance in Germany has been concentrated within the Federal Employment Service. Even after the end of its formal monopoly (para.6), responsibilities for any quality assurance within the field, or of representing it to other bodies (including international bodies), have been allocated to the service. Although the German Association for Career Counselling has sought to represent a wider range of services and interests, it has not been given much formal recognition, and its relationship with the Federal Employment Service has at times been uneasy (see e.g. para.65).

72. Certainly the Federal Employment Service remains the spine of the career guidance field in Germany, and is likely to do so for some time to come. But already there has been a significant growth of other services in a variety of sectors; as recognition of the importance of guidance in relation to lifetime learning grows, this is likely to increase. There would accordingly seem to be a case for a new national body, on which the range of such services could be represented, alongside relevant stakeholder groups including the social partners. The secretariat for such a body could be provided by the Federal Employment Service, in recognition of its *primus inter pares* role. A group representing many of the relevant interests was convened for the seminar which formed part of the review team's visit. We accordingly suggest that this group, suitably augmented if necessary, should be convened to review the current report, to consider the case for a new body along the lines suggested here, and to develop recommendations on the form it might take. These recommendations might then be submitted to the Alliance for Jobs, Training and Competitiveness (which includes both of the relevant federal ministries – of education and of labour – as well as the social partners) to consider for inclusion in its strategy for lifelong learning. Among the remit for the proposed body might be the development of quality standards along the lines suggested in Section 5.5 above. Parallel bodies might also be needed in the *Laender* to provide leadership and co-ordination at regional level.

6. CONCLUSIONS

73. The attention to the role of career guidance services in relation to lifelong learning is part of a wider cultural shift which is currently taking place in Germany. This is based on a move from a dependency culture in which individuals have sought to lead settled lives within stable institutional structures, towards a 'risk' culture in which individuals take more responsibility for the development of their lives within a more dynamic environment. Guidance services can potentially play an important role in helping individuals to take such responsibility in a well-informed and well-supported way.

74. The *strengths* of the German guidance system include:

(a) The all-age guidance service provided by the Federal Employment Service, which provides a systematic 'spine' for the system.

(b) The extensive access to high-quality information, including labour-market information.

(c) The strong formally-defined partnerships between the Federal Employment Service and educational institutions.

(d) The strong partnerships between educational institutions and the world of work.

75. The *weaknesses* of the system include:

(a) The somewhat bureaucratic guidance structures, which may not always attend adequately to the needs of the individual.

(b) The relative lack of attention, particularly evident in Arbeitslehre programmes and in the Federal Employment Service's counselling services for adults, to self-awareness and career-management skills as opposed to knowledge of the world of work.

(c) The limited level of professional training and professional-association support for many guidance practitioners.

(d) The lack of quality standards and quality-assurance mechanisms for guidance provision, particularly (though not only) in the private sector.

76. These strengths need to be built upon, and these weaknesses addressed, if career guidance provision is to play a significant role within Germany's strategies for lifelong learning.

APPENDIX 1: OECD REVIEW TEAM

Professor Peter Plant
Danmarks Pædagogiske Universitet
(The Danish University of Education)
Emdrupvej 101
DK-2400 København NV
Denmark

Professor Tony Watts
Administrator
Education and Training Division
Organisation for Economic Co-operation and Development
2 rue Andre Pascal
75775 Paris Cedex 16
France

APPENDIX 2: REVIEW TEAM PROGRAMME

3 June	
09.00-11.00	Central Students Guidance Service, University of Bonn
11.30-15.00	Europaschule Bornheim (near Bonn)
4 June	
09.00-10.30	Federal Ministry of Labour and Social Affairs (BMA), Bonn
11.00-15.30	Labour Exchange Office, Bonn: talks with career guidance practioneers, visit to career information centre (BIZ), visit to a career guidance class
16.00-17.15	Federal Ministry of Education and Research (BMBF), Bonn
5 June	
09.30-17.00	Seminar
6 June	
08.30-10.30	University-school project, Bielefeld
14.00-17.00	Visit to a private non-profit guidance and counselling agency: Arbeit & Bildung, Berlin
7 June	
09.00-10.30	Confederation of German Employers (BDA): presentation of school-industry projects (Trans-Job)
11.00-12.30	Trade Unions Federation (DGB): presentation of school projects (Workshop Zukunft)
13.00-14.00	Final discussion

APPENDIX 3: SUMMARY OF SUGGESTIONS AND RECOMMENDATIONS

Suggestion/recommendation	See para(s).
Separate the administrative role within the Federal Employment Service more clearly from the placement-and-guidance role	51
Give more attention to developing a professional culture within the Federal Employment Service, at the expense of the bureaucratic culture which predominates at present	51
In defining the goals of the Federal Employment Service, give more attention to goals concerned with individual client satisfaction and fulfilment, alongside the labour-market-oriented goals which are currently dominant	51
Accelerate the work on integrating the Federal Employment Service's web-based services and on reviewing the potential of delivering guidance at a distance	52
Encourage the Hartz Commission to examine the role of the Federal Employment Service's role in relation to lifelong learning, stimulating all adults to sustain their employability by regularly reviewing new opportunities for enhancing their skills, both through retraining and through changes of job or even of occupation; as part of this, seek ways to extend its services for employed adults in a cost-effective way, through harnessing the potential of ICT, and through work with relevant partners	53
Expand the resources which the Federal Employment Service allocates to its career guidance services	54
Broaden the base of *Arbeitslehre* within schools, to devote more attention to self-awareness and to decision-making and career-management skills	55
Experiment more extensively both in schools and in higher education with portfolio schemes under which students are encouraged to reflect on their learning experiences, to review the work-related competences they are acquiring through such experiences, and to plan ways of developing these competences further; start such schemes in primary schools, linked to other strategies designed to develop more autonomous and career-related learning	56
Strengthen vocational orientation and career education within the *Gymnasium*, for example by developing stronger brokerage arrangements between schools, higher education and working life	57
Develop clear and explicit quality standards about the impartiality of the information and advice offered by the Central Student Counselling Services in higher education institutions; if institutions are not willing to adopt and respect such standards, review the case for locating such services within institutions	58

In view of the limitations of sector-specific guidance, review the case for the Federal Employment Service to have a role in relation to work-based guidance provision, possibly based on co-operation agreements with the relevant work-based bodies, parallel to those it currently has with educational institutions	59 and 61
Review the role of guidance services in encouraging the labour-force participation of older workers and in helping 'third age' individuals to manage the process of retirement in a more gradual way	60
Review the adequacy of the short six-month training courses provided to some career counsellors within the Federal Employment service, and ensure that a higher proportion of the counsellors are trained through the longer courses	62
Accelerate the development of new courses in career counselling, and set minimum training standards for all career counselling roles	63
Encourage careers teachers in schools, and those working in higher education student counselling services, to join the German Association for Career Counselling (DVB), or to establish professional associations of their own, with links to the DVB	64
Encourage the German Association for Career Counselling to submit a further application to secure chartered status for its Register of Career Counsellors, and to give consideration to the professional status of other individuals who carry our career guidance as part of a wider role	66
Strengthen and diversify the evidence base for career guidance services in Germany	67
Include quality statements relating to such issues as impartiality more explicitly into the partnership agreements which the Federal Employment Service makes with schools and with higher education institutions	69
Develop more explicit quality standards for the private sector, with a clear procedure to enforce them	70
Review the case for a new national body on which the full range of career guidance services would be represented, along with relevant stakeholder groups including the social partners	72
Reconvene the group invited to attend the seminar held as part of the review team visit, suitably augmented if necessary, to review this report, to consider the case for a new national body, and to develop recommendations to the Alliance for Jobs, Training and Competitiveness on its remit and the form it might take	72
Review the need for parallel bodies in the *Laender* to provide leadership and co-ordination at regional level	72

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
National Library of Education (NLE)
Educational Resources Information Center (ERIC)

NOTICE

Reproduction Basis

X	This document is covered by a signed "Reproduction Release (Blanket)" form (on file within the ERIC system), encompassing all or classes of documents from its source organization and, therefore, does not require a "Specific Document" Release form.
	This document is Federally-funded, or carries its own permission to reproduce, or is otherwise in the public domain and, therefore, may be reproduced by ERIC without a signed Reproduction Release form (either "Specific Document" or "Blanket").